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ABSTRACT

Community Coordinated Child Care of Louisville and Jefferson County, in cooperation with the Kentucky Cabinet for Human Resources and the University of Kentucky, conducted a survey of all licensed child day care facilities in the Commonwealth of Kentucky. The study was intended to provide information for use in planning for child day care needs. Of 1,257 questionnaires mailed to facilities, 442 were returned. Questionnaires were returned by facilities in about 76 percent of the 119 Kentucky counties with licensed facilities. Survey data were examined with regard to availability, affordability, and quality of programs. Findings indicated that state and local policymakers must: (1) seek ways to eliminate the critical shortage of family day care homes in Kentucky; (2) increase the number of available slots for infant and toddler care, alternate care for parents with atypical work patterns, and care which provides transportation; (3) increase funding for subsidies; and (4) find ways to enhance the working conditions of staff and, thereby, the quality of child day care. (RH)

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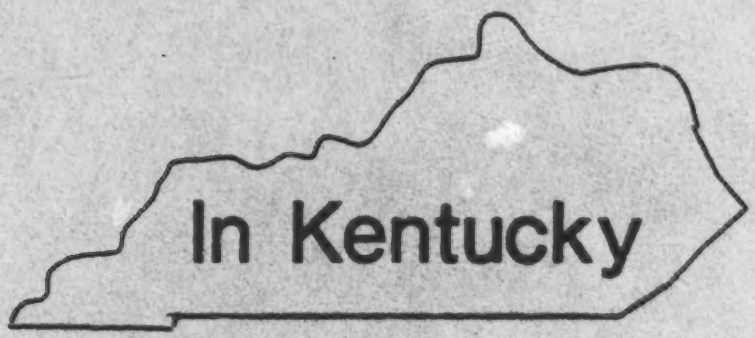

A Survey Of All Licensed Facilities

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CHILD DAY CARE IN KENTUCKY: A SURVEY OF ALL LICENSED FACILITIES

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EXECUTIVE SUMMARY

Community Coordinated Child Care (4-C) of Louisville and Jefferson County, in cooperation with the Kentucky Cabinet for Human Resources and the University of Kentucky, conducted a survey of all licensed child day care facilities in the Commonwealth of Kentucky. The study was performed to provide the Commonwealth and communities information on which to base planning for child day care needs.

Questionnaires were mailed to 1,257 facilities and 442 were returned for a response rate of 35%. Approximately 76 of the 119 Kentucky counties which have licensed facilities participated in the survey. A representative sample was also obtained in relation to the metropolitan, urban, and rural areas of the state. Results of the survey were examined according to availability, affordability, and quality of programs.

Approximately 96% of all available slots in Kentucky are in day care centers indicating a critical shortage of family day care homes in the state. The data suggest a need for increases in the number of slots available for infant and toddler care. Kentucky is also lacking in facilities which provide services for families who need care because of alternate work patterns and in facilities which provide transportation.

The mean fees for child day care in Kentucky are consistent with national figures. The minimum average annual cost of care per preschool child is $2,000. Approximately one half of child care subsidy available through the State Purchase of Care Program is utilized by Priority I cases (abused, neglected, or special problems). The number of working families receiving subsidized care is, therefore, reduced and services inconsistent. Stability of the work force is affected. Because of the limited number of family day care homes in Kentucky, participation in the Child Care Food Program in relation to other states is minimal. Substantial federal dollars are lost.

Quality of child day care in Kentucky tends to suffer because of characteristics of programs in relation to staffs. Even though well educated, providers receive low wages and few benefits. The estimated annual turnover rate for all workers is approximately 22%. Keeping and training staff are two significant problems relative to quality.

Based on the results of the survey, state and local policy makers must: 1) seek ways to eliminate the critical shortage of family day care homes in Kentucky; 2) increase the number of available slots for infant and toddler care, alternate (work pattern) care, and care which provides transportation; 3) increase overall funding for subsidy; and 4) find creative ways to enhance the working conditions of staffs and thus the quality of child day care.

ACKNOWLEDGEMENTS

Community Coordinated Child Care (4-C) is very pleased to present this report on the survey of all licensed child day care facilities in the Commonwealth of Kentucky.

The project staff thanks the following persons who assisted in making this report possible:

Dr. Harry Cowherd, Secretary of the Cabinet for Human Resources for his letter accompanying the survey encouraging providers to respond.

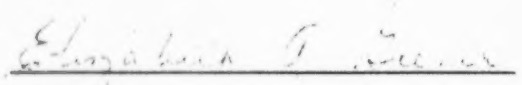
The 465 child day care providers across the Commonwealth who willingly gave their time to fill out the lengthy questionnaire.

Cabinet for Human Resources employees, Bess Howard, Division of Licensing and Regulations; Lydia Roberts, Department for Social Services; and Sharon Perry, Department for Social Insurance, for their input into the design of the survey instrument.

Partial funding for this project was provided by a grant from the Cabinet for Human Resources in cooperation with the University of Kentucky. This report is a part of a much larger study being conducted by the University of Kentucky, Center for Business and Economic Research.

Finally, I would like to acknowledge the 4-C staff, Dr. Jeanette Nunnelley, Janice Nunn, and the others, who worked very hard to make this study possible.

It is our hope that "Child Day Care in Kentucky: A Survey of All Licensed Facilities" will provide much needed assistance to policy makers and planners as we strive to improve day care services for all of Kentucky's children.



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INTRODUCTION

Changes in our society, specifically the tremendous increase in working and single mothers, have made it necessary that more and more children are in child day care facilities. In the United States there are over 12.8 million married couples with both parents working and 3.5 million singles mothers who work (U. S. Department of Labor, 1988). The education and care of the majority of America's youngest children are no longer in the hands of mothers, but shared with other care givers.

The National Association for the Education of Young Children (NAEYC), as well as other groups, assert that information on child day care facilities must be gathered in order to meet the growing needs of families and children. In order to successfully initiate and change policies relevant to child day care, basic data must be obtained through surveys and other measures (Phillips & Whitebook, 1986). The need for a comprehensive national data base is critical. Also essential are local and state surveys which help raise the consciousness of policy makers and the public as a whole. Such information provides hard facts for decision making and enlists the support of parents and the community (Whitebook & Pettygrove, 1983).

Community Coordinated Child Care (4-C) of Louisville and Jefferson County, Kentucky is a private non-profit Metro United Way Agency which coordinates a number of different services for young children. One of its purposes is to gather and disseminate information on early childhood programs. In keeping with this aim, 4-C in cooperation with the University of Kentucky and the Kentucky Cabinet for Human Resources conducted a survey of all licensed child day care facilities in the Commonwealth of Kentucky. This is a report on that study.

BACKGROUND INFORMATION

In planning to meet the child care needs of families, three major issues consistently arise: availability, affordability, and the quality of care. All three are interrelated. Each is affected by state and local regulations and policies. Information on each is crucial to facilitating federal, state, and local child care projects such as Title XX subsidy programs and the child care components of welfare reform.

Availability

Availability is concerned with the supply and the kind of alternatives of care accessible to parents. The actual number of obtainable slots for particular types of arrangements and the hours of operation are two elements

crucial to this issue. Also related to availability is obtaining care for particular ages of children. Often a supply problem in child care involves mismatches between the ages of children needing care and the kinds of services available (Hofferth, 1989). For example, in many communities there is a critical shortage of infant and toddler care. Yet, the fastest growing segment of mothers in the work force is those with children under the age of 1 year (U.S. Department of Labor, 1988).

Affordability

Interrelated with availability is affordability of care - the cost of services. An issue associated with affordability is the amount and kind of child care subsidy available to families. Also linked to affordability are price differentiations for types of services, such as discounts for more than one child, or drop-in rates for infrequent users. Opportunities for participation in such assistance as the Child Care Food Program are also connected to affordability.

Quality of Care

Quality of care is less definable and more difficult to measure. One of the major concerns is the link between "quality" in child care and the "status" or characteristics of staffs in relation to salary, benefits, education, and turnover rates. Poor pay, lack of benefits, and stressful working conditions often deter qualified people from

entering and staying in the child care field (Whitebook & Pettygrove, 1983). High turnover rates of teachers in day care programs undermine the stability and dependability of services available to children and families.

Persons who take care of animals, bartenders, parking lot and amusement park attendants all make more than those employed in child care (NAEYC, 1987). In one national study approximately 40% of all child care workers earned less than $5.00 an hour (Stout, 1988). Fringe benefits are usually not available. Health benefits are provided to only about one-half of employees, and less than 20% participate in retirement plans (NAEYC, 1985). The U. S. Department of Labor estimates that 40% of staff in child care centers and 60% of staff in family day care homes leave their job each year (NAEYC, 1985).

Other factors associated with quality of care are staff training opportunities and the coordination of some planned curriculum within the facility. There are, of course, many other aspects of quality not readily addressed through survey instruments.

METHOD

To obtain data on the above issues, a survey was developed using suggestions from the Child Care Employee Project (Whitebook & Pettygrove, 1983). Advice was also

obtained from individuals in the Kentucky Cabinet for Human Resources who needed the information for planning purposes. The instrument was designed to gather statewide data on availability, affordability, and quality of care. The characteristics of programs and staffs were addressed. (See Appendix A for the survey form.)

Questionnaires were mailed to all 1,257 licensed (as of May 1989) facilities in the Commonwealth of Kentucky. There were 1,083 (86%) Type I facilities (child day care centers licensed for 12 or more children). Programs in Type I facilities include the following: non-profit and for-profit day care centers, public and private school-age child care, public and private preschools, Head Start Programs and other similarly licensed programs for low-income families. There were 174 (14%) Type II facilities (family day care homes licensed for 12 or less children). These were further differentiated as homes caring for 6 or less children and homes caring for 7 to 12 children. Before being mailed, the forms were coded according to county so that response rates for particular locations throughout the state could be assessed. The questionnaires were to be completed by the directors of the programs, and all participants were assured of anonymity.

RESULTS

Results of the survey were examined according to the demographics of the sample, availability, affordability, and quality of care. Most of the data were analyzed for the sample as a whole and according to type of facility.

Description of the Sample

Response rate - according to type of facility. There were 445 surveys returned for an overall response rate of 35%. According to the Child Care Employee Project, a 30% response rate for mailed surveys is considered good in the child care field (Whitebook & Pettygrove, 1983). Table 1 shows the number and percent of surveys mailed and responses obtained according to Type I or Type II facility.

Table 1
Questionnaires Mailed and Responses According to Facility Type

Facility Type	# Mailed	Responses
Type I (Day Care Center)	1,083 (86.1%)	371 (83.9%)
Type II (Family Day Care Home)	174 (13.8%)	71 (16.1%)
Total	1,257	*442

* Three missing cases

The percentages of questionnaires mailed and responses obtained were very similar which indicate a representative sample according to facility type.

Locations of those surveyed. There were 91 (76%) out of the 119 Kentucky counties which have licensed facilities represented in the survey. The metropolitan areas of Louisville and Lexington encompass approximately 30% of the licensed facilities in the state. Thirty-two percent of the respondents came from those same areas. The less metropolitan, but somewhat urban areas, of Covington and Newport, Owensboro, Paducah, and Bowling Green make up roughly 16% of the licensed facilities in Kentucky. Their representation in the study was 19%. The remaining more rural areas make up the differences in both percent of licensed facilities (54%) and percent of those represented in the study (49%). The sample, therefore, was a good representation of all licensed facilities according to location in the state.

Children and staff. There were 19,173 children under the age of 12 represented in the study. This is approximately 33% of the 56,655 total licensed slots available in Kentucky. This percentage is consistent with the response rate and further confirms a representative sampling of children. Over 4,280 child day care staff members were represented in the study.

Types of programs. Table 2 shows how respondents classified their program within the two main facility types. It should be noted that recent changes in regulations now require church sponsored preschools and public school school-age programs to be licensed. The numbers in those categories, therefore, will probably increase. Also there is, at present, no formalized system for classification of programs within the type of facility. True representation according to program could not be judged.

Table 2
Classification of Program within Facility Type

Type I Facility	# Responses	%
Non-Profit Day Care Center	135	30.4
For-Profit Day Care Center	143	32.2
Public School School-Age	29	6.5
Private School School-Age	5	1.1
Public School Preschool	7	1.6
Private School Preschool	19	4.3
Other (Head Start, etc.)	41	9.2
Type II Facility		
Family Day Care Home (6 or less)	6	1.4
Family Day Care Home (7 - 12)	58	13.1

Availability

Numbers of children served by age. The total numbers of children reported served in all facilities according to ages were as follows:

Ages	# of Children	% of total
Birth - 1 year	1,224	6.4
1 - 2 years	1,495	7.7
2 - 3 years	2,779	14.5
3 - 4 years	3,947	20.6
4 - 5 years	4,165	21.7
5 years (kindergarten)	2,343	12.3
6 - 9 years	2,138	11.2
9 - 12 years	1,082	5.6
Total	19,173	100.0

As would be expected and is the case in other studies, the number of infants and toddlers served by licensed facilities is less than for other preschool children. Also older school-age children are served less frequently.

Percentages of children served by facility type.

Figure 1 compares the percentages of children served by age according to Type I (day care center) and Type II (family day care home) facilities. It very clearly shows the lack of family day care homes in Kentucky.

Because of the representative sample, the percentages are a good profile of utilization by age and facility type for the state. Except for school-age children, utilization patterns are very similar to the licensed capacities as indicated below, further documenting a good representation. School-age children probably utilize centers more frequently because after-school programs located in school buildings are classified as centers.

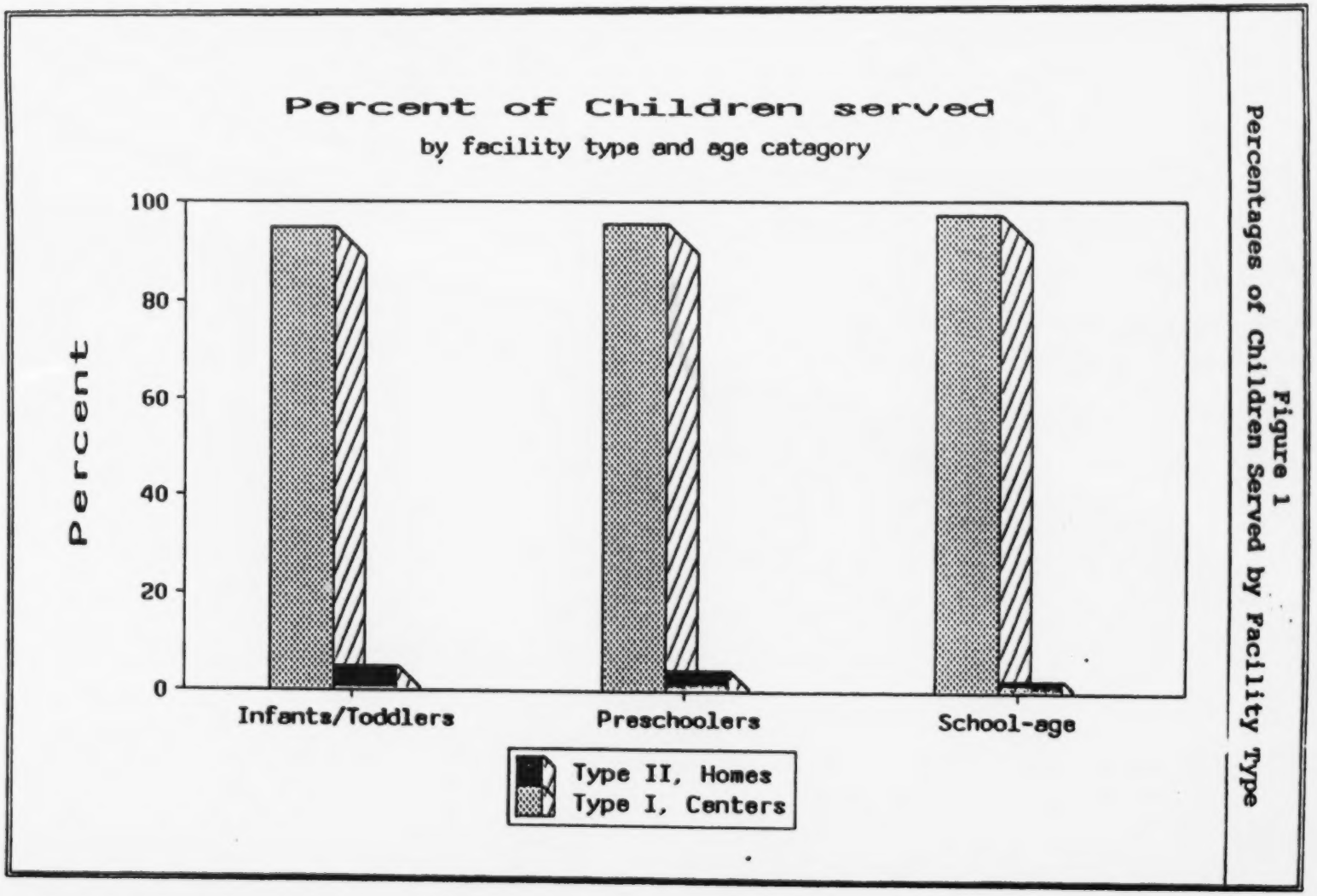

Figure 1
Percentages of Children Served by Facility Type

Waiting lists. There were 3,850 children on waiting lists for services. Of these, approximately 43% were infants and toddlers.

Licensed Capacities. The total licensed capacity for all facilities was 23,173 children; 95.6% of these were in day care centers, and only 3.4% were in family day care homes. This further documents the lack of family day care homes in the state. The mean licensed capacity for all facilities was 53 children; for day care centers 61.2 children and for family day care homes 11.1 children. The mode for centers was 40 and for homes 12. The mode is more descriptive of most centers because it does not reflect very large centers that probably skewed the mean.

When asked if they usually operated to capacity, 49.3% of day care centers said 'yes' compared to 72.9% for family day care homes. Thus, family day care homes were much more likely to report that they usually operated at capacity. Chi Square analysis showed the difference to be statistically significant (χ_2 [1, N = 427] = 11.53 p < .001). There were no differences according to metropolitan, urban, or rural areas in operation at capacity.

New sites. Eighty-five facilities said that they planned additional sites; 89.4% were centers and 10.6% were homes. The total number of slots planned was 1,240 children; the mean number of new slots per facility was 16.

Operating Schedules. Most facilities (86.6%) reported their approximate operating hours as all day (6:00 a.m. until 6:00 p.m.). Only 17 centers and 1 home said that they were open all day plus evenings. Just three centers and 2 homes indicated 24 hour schedules. Approximately 96% reported weekly schedules as Monday through Friday. Only 14 facilities indicated Saturday coverage (11 centers and 3 homes). Four centers said they were open everyday - including Sunday. There were no differences in operating schedules according to metropolitan, urban, or rural locations.

Transportation. Out of the 445 respondents, 120 (26.9%) indicated that they provided transportation. Of these 97.5% were centers. When school programs, Head Start, and school-age programs were eliminated from the analysis 22% said that they provided transportation.

Services for the handicapped. Approximately 58% of all the facilities indicated that they were accessible to the handicapped; 62.4% reported that they accepted handicapped children. Non-profit day care center programs and public school preschool programs were more likely to have handicapped children. A total of 825 handicapped children were served.

Affordability

Fees. Table 3 lists the mean weekly fees by age group and type of facility. Rates in family day care homes were

approximately $3.00 cheaper per week for all age categories.

Table 3
Mean Weekly Fees - By Age and Facility Type

Age Group	Centers	Homes
Infants (0-1 year)	$51	$47
Toddlers (1-2 years)	50	46
3 years	47	44
4 years	46	43
5 years	46	43
School-age (full-time)	44	42
School-age (before/after)	33	36

Table 4 shows further analysis of only family day care homes and day care centers by location according to metropolitan, urban, and rural areas. As expected, metropolitan areas have higher fees, but rural locations have consistently higher fees than urban facilities.

Table 4
Mean Weekly Fees - By Age and Location

Age Group	Metro	Urban	Rural
Infants (0-1 year)	$57	$40	$45
Toddlers (1-2 years)	55	40	43
3 years	51	39	42
4 years	50	39	41
5 years	50	38	41
School-age (full-time)	47	37	40
School-age (before/after)	37	37	31

Discounts. The number of facilities offering a discount in fees for more than one child in a family was 284

(70.6%). Centers (73.4%) were more likely to offer the discount than were family day care homes (56.7%). The most frequently reported discount was 10%.

Drop-in daily and hourly rates. The percent of all facilities offering daily drop-in rates was 55.9 and the mean rate was $12.00 per day. Forty-one percent of the facilities offered hourly drop-in rates of approximately $2.00 per hour. There were no differences according to facility type in either of the alternate rates.

Children served by the Kentucky Department for Social Services Purchase of Care Program (Title XX child care subsidy). When asked if their facility served children under the Purchase of Care Program, 50.1% said yes, 33.7% no, and 15.7% indicated they were not currently serving children, but had in the past. Thus, approximately 65% of all Kentucky child day care facilities have participated or are currently participating in the subsidy program. Non-profit day care centers tended to serve the most children.

When asked to indicate if the children they served were classified according to Priority I (abused/neglected/special problems) or Priority II (working families), many respondents were unsure. However for those answering the question, 769 (48.3%) of the children were said to be Priority I cases and 822 (51.6%) Priority II.

A total of 1,908 children were reported served by the

subsidy program. The numbers of children according to ages were as follows:

Ages	# Number	% of Total
Infants	130	6.8
Toddlers	325	17.0
3 years	402	21.0
4 years	414	21.7
5 years	263	13.8
6-9 years	288	15.1
9-12 years	86	4.6
Total	1908	100.0

Participation in the Child Care Food Program (CCFP). Although participation in the CCFP is not a direct payment to the parents, centers and homes serving low-income families receive financial aid toward the purchase of food. A total of 201 facilities said that they participated in the CCFP. Of those, 75.1% were centers and 24.9% were homes. Approximately 42% of all centers and 73% of all homes participated in the CCFP. In terms of sponsorship, 46.3% of the centers were sponsored by an agency. According to CCFP regulations, all family day care homes must by sponsored by an agency. Those agencies mentioned most frequently were Community Coordinated Child Care, Central Kentucky Community Action, and Ashland Child Development.

Quality of Care

Quality of care was explored in relation to characteristics of staffs (job descriptions, sex, age, education), measures of stability, wages, benefits, the

general working environment, curriculum implications, training opportunities, and general concerns.

Characteristics of staffs - by job description. A total of 4,288 child day care staff were represented in the study. Table 5 shows the numbers according to job types. The percentages compare the full-time to part-time workers for that particular job category. Some duplication of persons represented by the jobs probably occurred. Often the same individual holds two positions within a facility, such as assistant director and teacher, or as cook and assistant teacher.

Table 5
Job Categories by Full-Time and Part-Time

Job Category	# Full-Time	# Part-Time	Total
Director	397 (89.9%)	45 (10.2%)	442
Assistant Director	255 (83.8%)	49 (16.2%)	304
Teachers	1198 (73.5%)	433 (26.5%)	1631
Assistant Teachers	461 (46.3%)	534 (53.6%)	995
Cooks	137 (69.1%)	61 (30.9%)	198
Assistant Cooks	31 (52.5%)	28 (47.5%)	59
Maintenance	61 (42.1%)	84 (57.9%)	145
Substitutes	123 (23.9%)	391 (76.1%)	514
Totals	2663 (62.1%)	1625 (37.9%)	4288

The percentages do reflect typical staffing patterns in facilities. Directors, assistant directors, teachers, and cooks are generally full-time employees. Teaching assistants are generally part-time as are assistant cooks

and maintenance workers. As would be expected, substitutes are part-time.

Characteristics of staffs - by sex. Most of the staffs of child day care facilities are female. The study showed 94.2% were female and only 5.8% were male.

Characteristics of staffs - by age. The mean age of directors in both type I and type II facilities was 42 years. The ages of most staffs were from 21 to 45 years. For the 3,638 staffs for which ages were listed the breakdown by age was as follows:

Age (Years)	# Listed	% of Total
Younger than 21	554	15.2
21 - 25	752	20.7
26 - 35	952	26.2
36 - 45	732	20.1
46 - 55	403	11.0
56 - 65	199	5.5
Older than 65	46	1.3
Total	3638	100.0

Characteristics of staff - by education. Approximately 49% of the directors in day care centers had college degrees; 17.4% had degrees in early childhood education. Approximately 15% of family day care home directors had college degrees. The most frequently mentioned highest educational attainment for homes was high school or the GED (46.5%).

For staffs (excluding the director), 3.6% had masters degrees, 10.9% bachelors degrees, 6.4% associate degrees,

24.6% some college, 49.6% high school or GEDs, and 4.9% a grade school education. Thus, 45.5% of all workers had at least some college.

Measures of stability. Respondents were asked for the number of employees who had been on the job for particular periods of time. Approximately 65% of the 3,895 persons listed had been on the job for less than 2 years; 79.6% for less than 5 years. For all employees, 22% had worked less than 1 year. These figures reflect a definite degree of instability in the child care field.

To determine a rough estimate of the turnover rate for child day care providers in the state, respondents were asked to indicate the number of employees who had left their job in the last year. This number (965) was then divided by the total number of employees represented by the study (4288). Thus the annual turnover rate for all child day care providers in the Commonwealth of Kentucky is estimated at 22.5%.

The mean length of operation for centers was 9 years compared to 8 years for homes. The mode was 1 year for both which suggests a large number of new facilities in the last year.

Wages. Table 6 shows the descriptive statistics for wages by job category. The mode is probably reflective of most day care centers. Public and private school programs tend to pay higher wages and these skew the means for the

total sample. Teachers, assistant teachers, cooks, and maintenance workers generally make minimum wage. Directors and assistant directors typically make $5.00 per hour. It should be noted that the response rate for family day care homes was low because most private sole providers have a difficult time computing their exact wages.

Table 6
Descriptive Statistics for Wages by Job Category

Job Category	Mean	Median	Mode
Directors	$7.67	$7.00	$5.00
Assistant Directors	5.36	5.00	5.00
Teachers	4.63	4.24	3.35
Assistant Teachers	3.80	3.51	3.35
Cooks	3.98	4.00	3.35
Maintenance	4.30	4.15	3.35

Benefits. Closely related to wages are the benefits available to child care workers. Approximately 60% of the facilities had paid vacations, 65% paid holidays, and 47% paid sick days. Only 38.7% offered any health insurance and only 23.1% had retirement plans.

General work environment. Most of the facilities (80.4%) have written job descriptions., but only 33.2% have written contracts with employees. Approximately 70% have written policies requiring some early childhood education

for their employees; 71.6% have employee evaluation procedures. Typically, staff meetings are held either once a week (30.1%) or once a month (36.9%).

When asked about licensing standards, 78.8% felt they were "ok as they are"; 11.9 indicated they were "too strict"; and 9.3 thought they were "not strict enough". Of the family day care homes, 24.6% felt the standards were too strict compared to 9.6% for day care centers.

Curriculum implications. Less than one half of all facilities indicated that they had any informal or formal arrangements with other programs to coordinate curriculum, conduct tests, or coordinate other activities. However, 82.7% reported that teachers followed written plans or a written curriculum.

Training opportunities. Approximately 85% reported that training was available within an hour's drive; 9% said that none was available and 6% were unsure. The type of training preferred was 46.8% for all day conferences twice a year, 20.5% for 1/2 day conferences four times a year, 24.8% for 2 hour workshops held monthly and 7.4% other. Those facilities offering release time for conferences and training was 79.2% of the total, and 82.7% provided tuition for conferences and workshops.

General concerns. Participants in the study were asked to voice general concerns about child day care in Kentucky. The comments were then categorized according to general

topics. The area of biggest concern was staffing - getting and keeping qualified staff. Other topics causing difficulties for facilities were budget problems, availability of training, competition with unlicensed care, inequities with the enforcement of licensing regulations, and dealing with reimbursement of subsidy programs.

DISCUSSION

Because of the sample size (N = 485) and the representation according to facility type, location of facilities, and number of children served, conclusions can be made for the State as a whole. A balanced variety of licensed programs within the facility types appeared to be included. However, no specific comparisons relevant to representation can be made because the state records do not categorize within each facility type. Future policies should, therefore, require a categorization system which better defines the kind of program offered within the Type I or Type II classification. Local and state planners could more accurately estimate the kinds of programs available within communities.

Availability

Number of slots and type of care. In September 1988, of the 120 Kentucky counties, there were 18 that had no

licensed full-day child day care facilities available (Locke, 1988). There were 62 counties which had no licensed family day care homes. The Commonwealth consistently ranks last in all fifty states as to the number of available family day care homes (Children's Defense Fund, 1988). This study further documents the shortage by showing that 95.9% of all children in child day care in Kentucky utilize Type I (day care centers) facilities. Only 3.4% of all licensed slots are in family day care homes. This type of care is simply not available to most Kentuckians.

Because only one half of the day care centers indicated they operate at capacity, the need for more Type I facilities for the state as a whole is not critical. However, with possible increases in money available for subsidy and with the implementation of welfare reform, utilization of formalized care would increase substantially. Further study by location is, therefore, warranted to determine more precisely specific areas where there is a need for additional centers. Analysis of the data from this study which indicate facilities operating to capacity by specific counties would be possible if anonymity of the respondents could be maintained.

Because there were statistically significant more family day care homes operating to capacity, and because of the recognized shortage of such facilities, state and local initiatives should concentrate their efforts on increasing

this type of supply. As revealed by the number of new slots planned, only 10% were in family day care homes.

Ages of children. The figures for the number of children served by age follow national trends in indicating a shortage of slots for infant and toddler care. The fact that 43% of the children on waiting lists are infants and toddlers further documents a need in this area. Decreases in percentages for school-age children indicate other types of arrangements, such as self-care, are probably being utilized for this age group. This is particularly evident for children 9 to 12 years old.

Local and state policy makers should, therefore, work toward implementing incentives and policies conducive to increasing the supply of infant and toddler care. Public and private agencies must seek creative and innovative solutions to this critical problem. More programs for older school-age children also seem warranted.

Alternate work patterns. Few facilities in Kentucky have operating hours serviceable to alternate work patterns. Parents who work evening hours or weekends probably have extreme difficulties in locating licensed care. The lack of family day care homes, which typically have more flexible hours, compound the problem. Entry level positions often require such alternate work patterns. Families in lower socioeconomic levels would, therefore, have the most problems. Large employers in the State using alternate work

patterns should work cooperatively with centers and homes in their areas to offer flexible operating hours. Incentives could be given to those facilities providing such services.

Transportation. Only 26.9% of the facilities provided transportation. Because of welfare reform and its possible increases in the use of child care for low-income families, transportation must be considered in planning local child care needs. Incentives could be offered to facilities which provided transportation. Additionally, fees paid by the State Purchase of Care Program should be increased to facilities which do provide transportation.

Services for handicapped children. Only 58% of the facilities reported that they were accessible to the handicapped and approximately 62% indicated that they accepted handicapped children. Because federal dollars are now available for preschool special needs children, more handicapped children will be utilizing day care facilities. Kentucky must increase providers awareness and knowledge of mainstreaming and other issues surrounding services for handicapped children. All parents and children should have child day care options available to them.

Affordability

Fees. The mean fees for the child care were consistent with national studies. When discounts for additional children are considered, the typical working Kentucky family with two preschool children can expect to pay a minimum of

$4,000 per year for child care. A single parent earning minimum wage and working 40 hours per week makes approximately $6,968. Thus child care consumes 57% of their gross pay. For the more typical wage of $7.00 an hour, the cost of child care for two preschool children is approximately 27% of the gross annual income. A family in Kentucky must earn $40,000 annually to spend only the recommended 10% of gross annual income on child care.

Fees and quality of care are very much interrelated. To keep fees so that parents, particularly from low-income families, can afford them, facilities must pay minimum wage to workers. Low wages and poor benefits create high turnover rates and instability of services. Unfortunately, making child care affordable has its "costs".

Reimbursement rates for child care subsidy programs, such as those through Title XX and the upcoming welfare reform, are based on means of the market rates. In the case of child care, the market rate reflects subsidizing by the providers' own wages. This form of indirect subsidy can result in lower quality of care, particularly for low-income children where fees must be kept low. The issue is <u>not</u> easily resolved, but policy makers should carefully consider market rates and their hidden implications relevant to quality.

<u>Children served by the Purchase of Care Program.</u> Well over one-half of all facilities have dealt with the Purchase

of Care Program. Approximately one-half of the children served were Priority I (Abused/neglected/special problems) cases. The Department for Social Services is mandated to serve these clients regardless of budget constraints. Therefore, in some areas of the State, funding for working families (Priority II cases) must be limited or even eliminated. Clients who do receive child care subsidy through Priority II funding stand the chance of being dropped from the program if the number of Priority I cases suddenly increases. Consistency in the labor supply is affected along with the employability of low-income families needing the subsidy.

The State Purchase of Care of Program is also a difficult issue, but one which policy makers must address both from a social service aspect and from a labor market perspective. The discussion above concerning fees for child care shows that persons in lower paying jobs require subsidy for child care to simply make entering the job market cost effective to them. Funding for the Title XX State Purchase of Care Program must be increased and policies initiated which provide for consistency of services for low-income working families.

Participation in the Child Care Food Program (CCFP). Participation in CCFP is particularly beneficial to family day care homes. Unlike centers, they receive reimbursement for food costs for all children regardless of their income.

The program can be a major support system to family day care homes.

The CCFP is a 100% federally funded entitlement program authorized through the U. S. Department of Agriculture. In 1988, Kentucky had only 3.3% of the family day homes receiving funds from the Department's Southeast Region (Kentucky, Alabama, Florida, Georgia, Mississippi, North Carolina, South Carolina, and Tennessee) (Kentucky Department of Education, Division of School Food Services, 1989). Because Kentucky has very few family day care homes, it loses valuable federal dollars. This further accentuates the need for more family day care homes.

Quality of Care

Several findings of the study warrant discussion in relation to quality of care: characteristics of staffs, wages and benefits, general work environment, measures of stability, curriculum, and training. All of these are related to one another and to the broader issues of availability and affordability.

Characteristics, wages, benefits, - stability. Child day care workers in Kentucky are typically female, young, and well educated (45.5% had some college). Most of the teachers make minimum wage; most directors earn $5.00 per hour. Less than one-half receive sick pay; approximately 60% have paid vacations and 65% paid holidays; about one-third have health insurance; less than a fourth have

retirement plans. Approximately 65% have been on the job for less than 2 years. Over 22% will leave their job in the next year.

This study substantiates the plight of child day care professionals and adds further documentation to the national crisis in child care. Even though workers are well educated, they receive low wages and very few benefits. Dissatisfaction leads to high turnover rates. Constant changes in staffs affect the quality of programming and undermines the stability and dependability of services to children and families.

Changes in our society make the use of child day care facilities a necessity for many families in Kentucky. This utilization is projected to only increase further. It is imperative, then, that child advocates, educators, governmental officials, businesses, and parents voice their concern about the status of child day care workers. The issue, as mentioned, is interrelated with the costs of care and the need to keep parent fees low. Therefore, more federal, state, and local dollars must be spent subsidizing child care to allow realistic and meaningful wages and benefits to workers. Better involvement by the business community in the child care issue would bring private dollars to the field.

Curriculum. Most of the facilities have fairly frequent staff meetings, and most do have written policies

requiring early childhood education/training for their teachers. These have indirect implications to quality in curriculum. More importantly, most of the teachers do follow written plans or a written curriculum.

Training. The percent indicating that training was available within an hour's drive was higher than expected. However, training was a frequently mentioned concern in the general comments. Because almost one-half of the respondents preferred all day training sessions, those organizations providing training should devote some of their efforts to large regional conferences.

RECOMMENDATIONS

Based on the results of this study and in conjunction with the above discussion, ten broad recommendations are made. Several relate specifically to the Kentucky Cabinet for Human Resources who initiated this study, but most involve local and state organizations and policy makers as well. The critical problems surrounding child day care can only be resolved with cooperative efforts from a broad base of concerned citizens and organizations. A comprehensive plan must be developed using all available resources.

1. The Kentucky Cabinet for Human Resources should develop a categorization system which better defines the

kind of programing offered within the Type I or Type II classification.

2. State and local policy makers must seek ways to eliminate the critical shortage of family day care homes in the Commonwealth.

3. State and local policy makers must work toward increasing the number of infant and toddler slots available in the Commonwealth.

4. Businesses, as well as State and local planners, must work cooperatively in providing child day care services for employees with alternate work patterns.

5. Incentives should be offered to facilities providing transportation and State Purchase of Care reinbursement rates should be increased to facilities providing transportation.

6. Training programs must be initiated to increase child day care providers awareness and knowledge of handicapped preschool children.

7. More federal, state, and local dollars must be spent subsidizing child care.

8. Policy makers must carefully consider the issue of setting reimbursement rates based on the actual costs of quality child care.

9. Kentucky governmental and private organizations must recognize the impact of child day care on the availability of a stable workforce.

10. Regional training programs should be offered by organizations involved in training of child day care providers.

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APPENDIX A

SURVEY FORM

COMMUNITY
COORDINATED
CHILD CARE
OF LOUISVILLE AND JEFFERSON COUNTY
1215 South Third Street • Louisville, Kentucky 40203

4-C Use _____
1 Facility Type _____
2 Response Code _____
3 Form Code _____
4 County _____

STATE CHILD CARE SURVEY

The purpose of this questionnaire is to obtain information that will allow Kentucky to more effectively plan for the growing need of child care in our communities. Please take a few minutes and complete the form as it relates to *your* program.

No one but Community Coordinated Child Care (4-C) will ever see your answers and programs will never be identified by name. Only *total* results of the project will be published. Your assistance in gathering crucial data will ultimately help the children in your community.

Please complete all answers and mail the survey in the enclosed stamped envelope by July 3, 1989.

Characteristics of Program

1) What best describes your licensed facility? (Check one)

___ 1) Non-profit day care center
___ 2) For-profit day care center
___ 3) Family day care home serving 6 or less children
___ 4) Family day care home serving 7-12 children
___ 5) Public school **after-school** program
___ 6) Private school **after-school** program
___ 7) Public school **preschool** program
___ 8) Private school **preschool** program
___ 9) Other (explain) _____

2) Please indicate the number of children you serve in the following age groups.

___ 1) (Birth to 1 year)
___ 2) (1 to 2 years)
___ 3) (2 to 3 years)
___ 4) (3 to 4 years)
___ 5) (4 to 5 years)
___ 6) (5 years - Kindergarten)
___ 7) (6-9 years)
___ 8) (9-12 years)
___ 9) (older than 12 years)

3) What is the maximum licensed capacity of your facility?

_____

4) Do you usually operate to capacity?

___ Yes ___ No
If no explain _____

_____

5) If you have a waiting list, please indicate how many children are waiting in each age group.

___ 1) None on a waiting list
___ 2) Infants (0-1)
___ 3) Toddlers (1-2 years)
___ 4) 3 Years
___ 5) 4 Years
___ 6) 5 Years
___ 7) 6-9 Years
___ 8) 9-12 Years

6) What are your full-time fees per week in each group?

_____ 1) Infants (0-1)
_____ 2) Toddlers (1-2 years)
_____ 3) 3 Years
_____ 4) 4 Years
_____ 5) 5 Years
_____ 6) 6-9 Years
_____ 7) 9-12 Years

7) What are your estimated full-time costs (to you) per week to provide care in each group?

_____ 1) Infants (0-1)
_____ 2) Toddlers (1-2 years)
_____ 3) 3 Years
_____ 4) 4 Years
_____ 5) 5 Years
_____ 6) 6-9 Years
_____ 7) 9-12 Years

8) **Does your facility offer a discount to families with more than one child?**

___ Yes ___ No ___ Unsure
___ If Yes, % of discount

9) **Does your facility provide drop-in care at daily rates?**

___ Yes ___ No ___ Unsure
___ If Yes, the rate/day

10) **Does your facility provide drop-in care at hourly rates?**

___ Yes ___ No ___ Unsure
___ If Yes, the rate/hour

11) **Does your facility serve children under Kentucky's Department for Social Services Purchase of Care Program (child care subsidy)?**

___ Yes ___ No ___ Unsure

12) **If yes to above, please indicate how many children are served by the Purchase of Care Program in each of the following age groups.**

___ 1) Infants (0-1)
___ 2) Toddlers (1-2 years)
___ 3) 3 Years
___ 4) 4 Years
___ 5) 5 Years
___ 6) 6-9 Years
___ 7) 9-12 Years

13) **If you serve children under State Purchase of Care, please indicate how many total children in each category.**

___ Priority I (abused, neglected/special problems)
___ Priority II (working families)

14) **Is your facility accessible to the handicapped?**

___ Yes ___ No ___ Unsure

15) **Has your facility ever accepted handicapped children (cerebral palsy, blind, deaf, developmentally disabled, or other special needs)?**

___ Yes ___ No ___ Unsure

16) **If your facility accepts handicapped children please indicate how many are currently enrolled.**

_____

17) **Does your facility participate in the Child Care Food Program?**

___ Yes ___ No ___ Unsure

18) **If you participate in the Child Care Food Program, please indicate how you are sponsored.**

___ Self-sponsoring
___ Agency sponsored
Agency _____

19) **What are your approximate operating hours?**

___ All day (6:00 a.m. to 6:00 p.m.)
___ All day and evenings (6:00 a.m. - 11:00 p.m.)
___ 24 hours a day
___ Other (Explain) _____

20) **What best describes your weekly schedule?**

___ Monday through Friday
___ Weekdays and Saturday
___ Everyday (Monday through Sunday)

21) **Does your facility provide transportation?**

___ Yes ___ No ___ Unsure

22) **How long has your program been in operation?**

_____ (year)

23) **Do you plan to expand your licensed capacity or open additional sites in the coming year?**

___ Yes ___ No ___ Unsure
___ If Yes, # of slots expected

Characteristics of Staffs

24) **Please indicate your total full-time staff (30 hrs. or more/week) in each of the following categories.**

___ Director
___ Assistant Director
___ Teachers
___ Assistant Teachers
___ Cooks
___ Assistant Cooks
___ Maintenance
___ Substitutes

☐ Total Full-Time Staff

25) **Please indicate your total part-time staff (less than 30 hours per week) in each of the following categories.**

___ Director
___ Assistant Director
___ Teachers
___ Assistant Teachers
___ Cooks
___ Assistant Cooks
___ Maintenance
___ Substitutes

☐ Total Part-Time Staff

☐ Total of All Staff

26) **What is the approximate age of the Director?**

_____

27) What best describes the Director's highest education? (Check one)

___ 1) College degree or in Early Childhood Education
___ 2) College degree in Elementary Education
___ 3) College degree is a related field (Home Economics, Psychology, Child Development)
___ 4) Associate degree in Early Childhood Education or Child Care
___ 5) Completed an Early Childhood Certification Program (CDA, etc.)
___ 6) Completed 3 or more college classes
___ 7) High School or GED
___ 8) Grade School

28) What is the sex of the Director?

___ Female ___ Male

29) How long has the Director been in his/her present position?

_____ (years)

30) How many staff members does the program have in each of the following age categories? (Do not include the director)

___ 1) Under 21 years
___ 2) 21-25 years
___ 3) 26-35 years
___ 4) 36-45 years
___ 5) 46-55 years
___ 6) 56-65 years
___ 7) over 65
___ 8) No other staff

31) How many staff members does the program have in each of the following highest completed education categories? (Do not include the director)

___ 1) Master's degree or higher
___ 2) Bachelor's degree
___ 3) Completed Associate degree
___ 4) Some college
___ 5) High school diploma or GED
___ 6) Grade school
___ 7) No other staff

32) How many staff members does the program have in each sex category? (Do not include the director)

___ Females ___ Males ___ No other staff

33) How many staff members have been on staff for the following periods of time? (Include the director)

___ 1) Less than one year
___ 2) 1-2 years
___ 3) 2-3 years
___ 4) 4-5 years
___ 5) 6-10 years
___ 6) 11-20 years
___ 7) Over 20 years

34) How many staff members have left your employment in the last year?

_____

35) Please indicate the average hourly wage for each staff member category.

$_____ 1) Director
$_____ 2) Assistant Director
$_____ 3) Teachers
$_____ 4) Teacher Assistants
$_____ 5) Cooks
$_____ 6) Maintenance
$_____ 7) Other (Explain) _____

36) Do jobs at the facility have written job descriptions?

___ Yes ___ No ___ Unsure

37) Do employees have a written contract with the facility?

___ Yes ___ No ___ Unsure

38) Is there an employee evaluation procedure or policy at the facility?

___ Yes ___ No ___ Unsure

39) Please indicate which employee benefits are available at your facility.

	Yes	No
Health Insurance	___	___
Paid Vacation	___	___
Paid Holidays	___	___
Paid Sick Days	___	___
Retirement Plan	___	___

Other (Explain) _____

40) Do you have written policies requiring early childhood education/training for your teachers?

___ Yes ___ No ___ Unsure

41) How often do you have staff meetings at your facility?

___ 1) About once a week
___ 2) About once a month
___ 3) About every 2-3 months
___ 4) Every 6 months to 1 year
___ 5) About once a year
___ 6) Never
___ 7) Other (Explain) _____

42) Does your facility provide tuition for conferences and workshops to its employees?

___ Yes ___ No ___ Unsure

43) Does your facility provide release time to attend conferences and workshops for its employees?

___ Yes ___ No ___ Unsure

44) What type of staff training would you prefer?

___ 1 All day conferences twice a year
___ 2 ½ day conferences 4 times a year
___ 3 2 hour workshops held monthly
___ 4 Other (Explain) _____

45) Is there some staff training available during a calendar year that is within an hour's drive of your program?

___ Yes ___ No ___ Unsure

46) Write in below two workshop topics you would like to see presented in your area.

_____

_____

47) Do you have formal or informal arrangements with other programs to coordinate curriculum, conduct tests, or coordinate other activities?

___ Yes ___ No ___ Unsure

48) Do teachers follow written plans or a written curriculum for children in their group?

___ Yes ___ No ___ Unsure

49) Please indicate how you consider the licensing regulations that cover your facility.

___ Not strict enough
___ OK as they are
___ Too strict

50) Please note any special problems you might be having at your facility.

_____

_____

Please return form by July 3, 1989 in the enclosed stamped envelope.
Thank you!